Nondegradation Load Assessment Report

Prepared for
City of Bloomington

Submitted by
Barr Engineering Company

August 2007

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1.0 Introduction

1.1 MS4 Permit Requirements

The Minnesota Pollution Control Agency (MPCA) revised the General NPDES/SDS Permit MNR040000 (Permit) for the city of Bloomington to Discharge Storm Water Associated with Municipal Separate Storm Sewer Systems (MS4), effective June 1, 2006. Bloomington had previously completed a Storm Water Pollution Prevention Program (SWPPP) to address the six minimum control measures required by the previous permit. This report has been developed to address modifications to the SWPPP for measures that may be necessary to meet the new, applicable requirements of Appendices C and D in the re-issued permit. Appendix C covers discharges to wetlands that are applicable to the city of Bloomington. Appendix D covers the nondegradation requirements for Selected MS4s (30 permittees including the city of Bloomington), including the development of a Loading Assessment and Nondegradation Report. The following sections describe the sections of the Permit that are relevant for the city of Bloomington.

1.1.1 Loading Assessment

Each Selected MS4 must assess the change in stormwater discharge loading for its permitted area using a pollutant loading water quality model that, at minimum, addresses changes in average annual flow volume, total suspended solids (TSS), and total phosphorus (TP). This modeling should be based on two time periods: from 1988 to the present, and from the present to 2020. The Selected MS4s must use a simple model, or another more complex model that they find to be more appropriate, that addresses the parameters of concern. This may include a model that the Selected MS4 has already used. Other assessment methods may be used if they can be shown to be as effective at quantifying the increase in loading as the modeling methods. The models and/or other methods will be used as part of the assessment to develop the Nondegradation Report, to help in selecting appropriate best management practices (BMPs) that address nondegradation, to determine whether additional control measures can reasonably be taken to reduce pollutant loading.

1.1.2 Nondegradation Report

Selected MS4s that have significant new or expanded discharges are required to complete a Nondegradation Report and, upon approval, to incorporate its findings on BMPs that address nondegradation into their SWPPP. The BMPs should address changes in pollutant loadings as far as is reasonable and practical through future development. Additionally, the BMPs shall address, as far as is reasonable and practical, the negative impacts of increased stormwater discharge volumes that

cause increased depth and duration of inundation of wetlands having the potential for a significant adverse impact to a designated use of the wetland, or changes in stream morphology that have the potential for a significant adverse impact to a designated use of the streams.

The Nondegradation Report must include consideration of the Loading Assessment, which must include analysis of flow and may include removal of pollutants by BMPs already initiated. For purposes of the Permit, 1988 levels consistently attained means runoff that would have been produced under approximately average rainfall conditions and the land use present in 1988. Local stormwater management plans and other pertinent factors may also be considered. BMPs implemented by other parties may be considered when those BMPs affect the stormwater from the area of the Selected MS4. If the pollutant loadings cannot be reduced to levels consistently attained in 1988, the Nondegradation Report must describe reasonable and practical BMPs that the Selected MS4 plans to incorporate into a modified SWPPP. The Selected MS4 must consider alternatives, explain which alternatives have been studied but rejected and why, and propose alternatives that are reasonable and practical. The Nondegradation Report must give high priority to BMPs that address impacts of future growth, such as ordinances for new development. Where increases in pollutant loading have already occurred due to past development, the Nondegradation Report must consider retrofit and mitigation options (BMPs) that the Selected MS4 determines to be reasonable, practical and appropriate for the community. The Selected MS4 is responsible for developing any site-specific cost/benefit, social, and environmental information that the Selected MS4 wishes to bring to the Agency's attention. The Selected MS4 must incorporate the BMPs into a modified SWPPP and include an implementation schedule that addresses new development and retrofit BMPs it proposes to implement.

1.1.3 Proposed SWPPP Modifications and Submittals to MPCA

Prior to submittal to the MPCA, the proposed SWPPP modifications to address nondegradation will be public noticed at the local level. Each Selected MS4 shall also submit its SWPPP modifications to address nondegradation to the appropriate local water authority (e.g., watershed organizations or county water planning authority) in time to allow for their review and comment. The Nondegradation Report explaining the proposed BMPs and the entire SWPPP must be made available to the public and local water authority upon request.

Selected MS4s must submit their proposed changes to the SWPPP, reports addressing nondegradation for all waters, together with other supporting documents, to the MPCA in accordance with the schedule in Appendix E of the Permit. This submittal must include:

1. The Loading Assessment;
2. The Nondegradation Report;
3. The proposed SWPPP modifications to address nondegradation;
4. The public and local water authority comments on the proposed SWPPP modifications to address nondegradation, with a Record of Decision on the comments; and
5. An application to modify the Permit.

1.1.4 Discharges to Wetlands

The Permit does not authorize physical alterations to wetlands, or other discharge adversely affecting wetlands, if the alteration will have a significant adverse impact to the designated uses of a wetland. Any physical alterations to wetlands that will cause a potential for a significant adverse impact to a designated use must be implemented in accordance with the avoidance, minimization and mitigation requirements of Minn. R. 7050.0186 and other applicable rules.

1.1.5 Discharges Affecting Source Water Protection Areas

BMPs shall be incorporated into the SWPPP to protect any of the following drinking water sources that the MS4 discharge may affect, and a map of these sources shall be included with the SWPPP, if they have been mapped:

1. Wells and source waters for drinking water supply management areas identified as vulnerable under Minn. R. 4720.5205, 4720.5210, and 4720.5330, and
2. Source water protection areas for surface intakes identified in the source water assessments conducted by or for the Minnesota Department of Health under the federal Safe Drinking Water Act.

1.2 Discussion of MPCA Guidance

1.2.1 Responses to Comments

Following the close of the comment period on the draft permit, the MPCA issued responses to comments received through April 15, 2005 on the Permit. To provide further guidance on compliance with the Permit requirements, this section describes responses to comments that pertain to the following subjects:

- Loading Assessment modeling approach and complexity.
- Addressing volume as a parameter of concern for the Loading Assessment and Nondegradation Report.
- Nondegradation requirements for Wetlands.
- Nondegradation requirements for Special Waters.

1.2.1.1 Modeling Approach and Complexity

In response to several comments regarding the modeling approach and complexity required for the Loading Assessment described in the Permit, the MPCA stated that the Loading Assessment should include changes to pollutant loadings associated with changes due to past land use changes and changes due to anticipated land use changes. The Loading Assessment is intended to be used as a planning tool to compare 1988 levels to present and present to 2020 levels of discharge. It is to be presented as comparative results (increase), not absolute (accurate) flow, TSS, and TP discharge levels from the MS4. It is acceptable for MS4s to do more extensive modeling for design of BMPs, but it should be explained.

The Permit does not, however, specifically require that BMPs be factored into the Loading Assessment, but the MPCA clearly states that BMP analysis could be provided if any Selected MS4 so desires. The assessment can include changes due to BMPs that have already been implemented, if increase in the loading since 1988 is explicitly stated, as well as changes due to BMPs that are planned to be implemented and written into the MS4's ordinances or other regulatory mechanisms.

MPCA further states that the Loading Assessment was developed after considerable discussion, including discussion with consultants, cities, and the League of Minnesota Cities. It was determined that to limit costs the nature of the assessment must be limited. The MPCA chose not to include treatment options in this requirement since the level of modeling must be significantly increased to model treatment. Many communities will not be conducting other modeling, therefore this requirement will be a cost that needs careful distinction between what is desirable and what is

required. The MPCA chose a level that will prevent undue burden while still developing useful information.

The Loading Assessment is comparable to an influent analysis, while the Nondegradation Report addresses the actual discharges of stormwater to receiving water. The permittees are allowed to show reduction in discharge or to make other arguments they believe are appropriate in the development of the Nondegradation Report. A detailed Loading Assessment can support the Nondegradation Report.

> *Under the provisions of Minn. R. 7050.0185, subp. 4, the MPCA must "determine whether additional control measures beyond those required by subpart 3 can reasonably be taken to minimize the impact of the discharge on the receiving water."*

The MPCA does not have absolute numeric or other criteria that it will use in making this determination for each of the Selected MS4s. The criterion of "reasonableness" requires flexibility and site-specific determinations. Reasonableness determinations will therefore be made on a case-by-case basis. Site-specific variations in situation, funding, population, and receiving water will be as critical to the determination of reasonableness as a specific increase in loading. Additionally, the MPCA must note that the required analysis and documentation for the Nondegradation Report are relative, not absolute, in nature. For example, the Loading Assessments required by the Permit are net changes; we do not request the actual pollutant loading, just estimates of the relative quantity of the change.

1.2.1.2 Average Annual Flow Volume

In response to several comments regarding the requirement for addressing volume as a parameter of concern for the Loading Assessment and Nondegradation Report described in the Permit, the MPCA stated that permit and guidance were revised to include more specifics on how flow volume will be addressed in BMPs and the Nondegradation Report. The responses were qualified by first stating that when an MS4 develops a Nondegradation Report, site-specific objections, costs and other considerations can be raised, which the MPCA must consider in its determinations. Reasonable measures, not any and all measures, must be installed. For this Permit, the reasonableness of volume control policy is not applicable for all MS4s, but is determined on an individual, site-specific basis. In some situations the problems created by increased flow volume can be reduced and minimized by effective implementation of appropriate BMPs based on site-specific conditions.

The MPCA asserts that based on the following statutory definition (**Minn. Stat. § 115.01 Definitions** *Subd. 13.* ***Pollution of water, water pollution, pollute the water.***) and actual environmental impacts, volume may qualify as water pollution under many specific conditions:

> *"Pollution of water," "water pollution," or "pollute the water" means: (a) the discharge of any pollutant into any waters of the state or the contamination of any waters of the state so as to create a nuisance or render such waters unclean, or noxious, or impure so as to be actually or potentially harmful or detrimental or injurious to public health, safety or welfare, to domestic, agricultural, commercial, industrial, recreational or other legitimate uses, or to livestock, animals, birds, fish or other aquatic life; or (b) the alteration made or induced by human activity of the chemical, physical, biological, or radiological integrity of waters of the state.*

MPCA staff looked at the rules that are applicable to nondegradation (Minn. R. 7050.0185) and studied the concept of increased loading of one or more pollutants as used in the rule. They determined that the rule directs the MPCA to consider the adverse effects of increased flow volume, and where effects are adverse, to consider flow volume as a pollutant. It is not volume per se that was asked to be addressed but the change in volume related to MS4 development. Additionally, it is well known that increases in flow can have a variety of negative environmental impacts. A discussion of the reasoning for the inclusion of volume of stormwater as a pollutant was provided in excerpts from Chapter 11 of the *Minnesota 2001-2005 Nonpoint Source Management Program Plan*. These excerpts are summarized below:

- Hydromodification, which involves changes in flow patterns in natural waterways such as rivers or streams and wetlands, is the second leading cause of impairment of fresh waters. Removal of perennial vegetation led to a decrease in infiltration and an increase in the volume of runoff. Exposing soils to wind and water increased sediment loads carried by runoff. Impervious surfaces and artificial drainage systems increased the volume of runoff and accelerated the rate at which water was removed from the landscape. Impervious surfaces in urban areas also transported runoff more rapidly and in greater volumes than before development.
- Minn. Stat. § 155.01, subd. 13 (b) defines pollution of waters as “the alteration made or induced by human activity of the chemical, physical, biological, or radiological integrity of waters of the state”. The basis for this statute is that human activity, such as hydromodification, affects these waters in many adverse ways. Under natural conditions and at bank-full capacity, studies have shown that streams can handle a flow approximately equal to the 1.5- to 2-year frequency peak discharge within their banks (Rosgen, 1994; Leopold *et al.,* 1964). After urbanization, increased runoff can cause bank-full flow to be exceeded several times each year. In addition to increased flooding, this condition causes previously

stable channels to erode and widen. Much of the eroded material becomes bed load and can smother bottom-dwelling organisms.

- In this process, stream habitat diversity is damaged or lost. Water that was once slowed by bends, pools, and woody debris in the water column moves faster and with greater volume cutting into the bed and eroding the banks. This faster flowing water carries with it an increased sediment load, some of which is deposited in the downstream reaches. Many fish and invertebrate species cannot use substrates that are laden with excessive silt for reproduction, feeding, or cover. Riffles and pools become scarce or absent as the stream is converted from riffle, run, pool sequences to long runs or pipes. Not only is habitat diversity affected but the stream hydrology becomes inherently less stable. As water leaves the system faster, the natural hydrologic timing is altered. The overall effect is an increase in the intensity of the high flows and decreased duration of low flow events. If the water is stored to prevent increased peak flows, then the flow duration is extended. Streams in which the surrounding vegetation has been removed or altered are usually compromised by an increase in the amount of silt-laden runoff. Also, water temperatures within the stream may rise as the overhead canopy is removed exposing the stream to full sunlight.

- Urbanization also changes the extent and duration of inundation in wetlands, which can modify the established wetland vegetation. Measures to control discharges to wetlands must control the peaks and volume of flow to wetlands, if they are to be protected. This also means that reduced surface and ground water flow caused by diversion to storm sewers is also an area of concern, especially for sensitive wetlands.

- Urbanizing areas increase runoff from small events in greater proportion than large events. This is important because, in Minnesota, more than 90% of the precipitation events are less than 1.0 inch. These rainfall events also account for approximately 65% of the cumulative runoff quantity in urban areas and proportionately large amounts of the pollutant loading associated with these rainfall events (Pitt, 1998). While the significance of large flood events should not be underestimated, the smaller flows with an approximately nine month to two-year return period frequency, are probably as important or more important to overall water quality. These flows can be very erosive and can be the major source of increased pollutant loading. Pollutant loading is more closely associated with total runoff volume than with peak runoff rates. Utilizing methods to maintain volumes and peaks closer to those that originally shaped the channel can reduce the channel reshaping process in a watershed. Examples of appropriate management techniques are the volume reduction that results from the use of swales instead of curb and gutter, reduced impervious surfaces or infiltration structures. Wetland and upland vegetation can affect or be significantly affected by hydrologic changes. For example, drainage can obviously change the vegetation at a site, but increased water that drains from a project area into an off-site drainage basin can impact trees and other vegetation, including wetland vegetation. In such cases, water itself is the damaging agent even if it is clean. The increase in water level, both surface and subsurface, can result in the death of roots. Roots require oxygen from the air, and saturated soils create an anaerobic condition that will eventually kill the roots. A case in point is a tamarack swamp that receives

water from several developments. As water levels increase through the swamp, the increased flow depth results in the death of many of the tamarack trees, even though they are tolerant of wet conditions. In Minnesota, we have several tree species that tolerate short periods of flooding, but we should be encouraging diversity and be mindful of sensitive areas downstream. Likewise vegetation in upland areas can change the infiltration capacity or evapotranspiration capacity of a watershed. By using native plantings that have denser canopies and/or deeper root networks the storage capacity of the upland areas are significantly increased reducing run-off volumes, especially in the smaller storms.

Addressing average annual flow volume in the Nondegradation Report may show that the modeling effort indicates a significant increase in flow from 1988. This is an indication to the MPCA that your loading of one or more pollutants has increased, and the Nondegradation Report will need to address what is reasonable and practical to get the flow back to 1988 levels. Alternatively, you may wish to demonstrate that your flow increase has not resulted in water quality degradation and therefore does not need to be addressed. The MPCA has found flow volume to be related to significant degradation, therefore claims to the contrary will be carefully scrutinized. To address flow volume some of the options include consideration of BMPs for flows existing before 1988, BMPs for flows developed since 1988, and limitations on future flows. The MPCA notes that the 1.0-inch event is about the 90^{th} percentile event for 24-hour storm on an average annual basis, and that this represents 67 percent of the cumulative volume of precipitation. This means that runoff reduction often can be related to BMPs that reduce flow from events smaller than 1.0 inches in depth. If properly designed the BMPs could also treat some percentage of flow related to larger events without loss of effectiveness for reasons such as re-suspension. Depending on development patterns, zoning, soils, water table, and other factors, many communities may be able to meet the nondegradation goal of returning the flow to pre-1988 levels. Treatment BMPs that reduce flow include infiltration basins, trenches, bio-retention, enhanced swales, evapo-transpiration, disconnection of impervious surfaces, reduced imperviousness, filterstrips, and variations and combinations of these and other BMPs.

In some instances, a community may not be able to reduce the flows to 1988 levels. If so, the basis for this conclusion should be explained. For example the current problems may be related to past development patterns, past or present zoning, soils, water table, and other factors that may be pertinent. In establishing the case, any cost information that is available, especially site-specific information, should be provided. The MPCA must consider the potential impact of the discharge on the receiving water and cumulative impacts of multiple discharges. While MS4s are not required to develop information on this aspect of the analysis, they may find it beneficial to supply information that supports their position.

1.2.1.3 Wetlands

In response to several comments and questions regarding the designated uses and nondegradation requirements for wetlands in the Permit, the MPCA clarified that the terms "designated uses" of the permit relate to MPCA rules and requirements and are set by MPCA through notice and comment rulemaking under state law and any changes to designated uses would have to be made through notice and comment rulemaking. The MPCA has included, in guidance, the pertinent parts of those rules to help describe the context of these terms. The permit and rules are under MPCA authority and the permit implements the rules.

Under this NPDES permit, the permittee is required to comply with conditions that are established to protect the water quality standards of wetlands as listed in Minn. R. 7050. One of the purposes of the NPDES permit is to establish requirements or conditions that the permittee must operate under in order to assure compliance with the water quality standards. While the Wetland Conservation Act (WCA) for local government units (LGUs) does regulate the activities that cause draining, filling and some excavation to certain wetlands, the WCA does allow for ten categories of exemptions to these requirements, does not have jurisdiction over all wetlands that are considered waters of the state, and does allow the LGU to vary wetland sequencing requirements if a local wetland plan is developed. The permittee must recognize the nondegradation standards for wetlands and the required mitigation sequence of Minn. R. 7050.0186 to mitigate for degradation of wetlands, apply to all wetlands that are considered waters of the state. The MPCA water quality standards provide more comprehensive water quality protection for all wetlands in Minnesota than is required of the LGU to implement under WCA. Application of the WCA by the LGU will provide comparable wetland protection to wetland impacts in many to most cases and the WCA determination would also satisfy the Minn. R. 7050.0186 determination. However, in the few projects where the requirements of the WCA are not as comprehensive as MPCA water quality standards, then the requirements of the NPDES permit will require an LGU to make a determination that will also satisfy Minn. R. 7050.0186. Considering those exceptions, allowing the permittee to only reference the WCA requirements for wetland protection would not be adequate to assure compliance with the NPDES permit for all cases.

The MPCA does not anticipate that it will review and make a separate determination (a duplicate effort) regarding the evaluation of the sequence mitigation requirements when that determination has been conducted by the permittee. MPCA enforcement of the NPDES permit requirements of Minn. R. 7050.0186 regarding wetland impacts associated with a component of the stormwater system should only be necessary if the LGU does not apply the permit requirements to their determinations. A separate determination by the permittee under the NPDES requirements that a wetland alteration

activity satisfy Minn. R. 7050.0186 sequencing is only initiated when the WCA requirements exempt or consider the wetland or the activity nonjurisdictional or if the local wetland plan designation of the wetland does not require full sequence evaluation for impacts of a wetland alteration. It should be noted the WCA also recognizes that there may be other agencies or programs that have regulatory jurisdiction regarding wetland impacting activities. The WCA rules contained in Minn. R. 8420.0105, item B state that WCA rule is in addition to other regulations including those of the United States Army Corps of Engineers, United States Department of Agriculture, Minnesota state agencies, watershed districts, and local governments. Also, specifically the WCA requires that the person conducting an activity in a wetland under an exemption ensure the activity is conducted in compliance with all other applicable federal, state, and local requirements (see Minn. R. 8420.0115).

1.2.1.4 Special Waters Considerations

The evaluation for special waters is contained in Appendix C and the evaluation of other waters is contained in Appendix D of the Permit**.** The test for Outstanding Resource Value Waters (ORVWs) is that feasible and prudent alternatives must be used. The test for other waters is reasonable and practical BMPs to be implemented. These analyses have a different criteria and standard of judgment with a long history of precedent that must be considered. The exact format of the evaluation is not described, but this distinction should be kept in mind as evaluations are planned; the MPCA will also address this in guidance.

1.2.2 Guidance Manual for MS4s

The purpose of this draft report (MPCA, 2006) is to provide guidance for MS4s to comply with the Permit requirements, including the nondegradation policy. Nondegradation is achieved if 1988 levels of flow and pollutants can be maintained. If it is not feasible for a Selected MS4 to demonstrate that it has achieved 1988 levels of flow and pollutants, the MPCA must find if additional measures (BMPs) are “reasonable and practical” (Minn. R. 7050.0185). These measures are in addition to the minimum measures of the Permit. The MPCA will review required submittals such as the loading assessments, and other information such as water plans, population growth data and development plans to determine appropriate measures. During the review, the MPCA will consider what additional control measures would be reasonable to reduce the impact on the receiving water in light of the relative importance of the economic and social impacts. The objective is to allow the MPCA to make an informed, public decision that reasonably balances additional BMP costs against the adverse impact on the environment posed by the new or expanded discharge.

Under Minn. R. 7050.0185, the MPCA is free to consider whatever information is available while the MS4 has the opportunity, albeit the burden, to demonstrate to the MPCA why expanded discharges are necessary to accommodate important economic or social development and what treatment is reasonable and practical. This burden is appropriately placed upon the MS4 since the discharger is in the position to know the relative costs and benefits of the proposed actions. The MPCA must consider the economic and social development of the community; this means the houses, jobs, taxes, recreational opportunities, and other impacts on the public at large that will result from development. Therefore, the MS4 should point out to the MPCA how and why the public has benefited from the development that created the new or expanded significant discharge, and why the public costs associated with the proposed BMPs are reasonable.

1.2.2.1 Loading Assessment

Loading Assessment modeling must be conducted for the entire MS4, not for individual watersheds or areas unless the MS4 will model these for their own interests. Some communities may wish to use models that address peak flows, or site-specific increased loading. While this makes some sense in terms of overall plan development, it is not required by the Permit; it is an option that the MPCA encourages but does not require. Modeling examples of methods that may be acceptable include but are not limited to the following:

- The Simple Method
- PONDNET
- SLAMM
- P8 Urban Catchment Model
- XP-SWMM

Modeling or assessment methods will be used to estimate increases in loading based on two time periods, 1988 to current development and current to projected (2020 or ultimate, whichever is first) development. Modeling may also be used to help in the decision making process of determining appropriate BMPs to implement to bring those discharges back to 1988 levels, or maintaining those levels into the future if they are not already exceeded. Use of the models in this manner is not required but is encouraged.

The MPCA expects that the model will produce relative values. For this effort, the MPCA is more concerned with the average annual increases than about specific event increases. It is not as important for this particular requirement of the Permit to get the actual loads correct as it is to model consistently, showing the relative change in loads rather than the actual loads. Also note, the Permit does not require

the development of annual rainfall tables or calculation of hydrographs and/or store and release calculation.

All models need to be adapted for use in the specific circumstances of each MS4. Gather available information on land use/imperviousness and other pertinent facts from conditions that existed or will exist from 1988 to 2020. Selection of the appropriate method is often dependant on the readily available or collectable data as well as on the outputs or results required. Since the MPCA's goal is to show relative increases or decreases in loading, a simple method can be used rather than a more complex model. MS4s may still want to use models that are more complex for your own purposes. The Permit requirement is to consistently model between time periods so that the result can be objectively compared. An MS4 may want to select a model that can model BMPs to show removal from various practices that you may have installed or that you may want to install. This is not necessary for compliance with the Permit, but makes sense when it comes to justifying your Nondegradation Report. The model does not need to calculate design features such as hydrographs, but can show removal rates based on design criteria which can be just as useful for planning purposes. Design calculations may need to be run before implementation but often these can be run on a much smaller scale. Runoff and loading factors should be developed based on available information. BMP modeling, while optional, can be used in Nondegradation Report development and could consider BMP measures taken since 1988 to present and proposed BMP measures for present to 2020 or ultimate development conditions. The MPCA has examples of how the "simple method" can be applied to every community in the metro area.

The modeler must provide an explanation of assumptions and calculation methods. The inputs will need to be listed and the values shown. All values will need to be explicitly stated. The modeler must also provide an explanation of assumptions and calculation used in the model, whether they are inherent to the model or assigned by the user. The exact algorithms must be shown. The results of the model must be examined to demonstrate reasonable results from the model runs. Outlier values that do not seem in line with reasonable results must be explained or discussed in enough detail to help the MPCA decide the significance of the results.

1.2.2.2 Nondegradation Report

Based on the modeling, local stormwater management plans, and other pertinent factors, permittees must develop a Nondegradation Report to get new or expanded discharges back to 1988 levels. Where increases in runoff or pollutant loading has occurred due to new or expanded discharges from stormwater runoff, the Nondegradation Report must include retrofit and mitigation options (BMPs) that the permittee has determined to be reasonable and practical to be included in the permittee's SWPPP.

Each Selected MS4 will submit its SWPPP, including BMPs proposed to be included, to the appropriate water authority, watershed organizations or county water planning authority, for their review and comment. The Nondegradation Report, as the basis for the SWPPP, will also be available to the water authority. The intention is that these groups will work together to create a Nondegradation Report that is acceptable to the public and other affected parties. As required in the Permit, the proposed SWPPP, as based on the Nondegradation Report, will be public noticed at the local level for public participation.

The Nondegradation Report explains the decisions made by the permittee regarding the incorporation of BMPs into their SWPPP to meet the nondegradation requirements. The purpose of the Nondegradation Report is "to allow the MPCA to make an informed, public decision that reasonably balances additional BMP costs against the adverse impact on the environment posed by the new or expanded discharge" (Minn. R. 7050.0185). The Nondegradation Report is an explanation of the nondegradation implementation plan proposed to be adopted by the MS4 community, explaining why some measures have been rejected and why the measures taken are reasonable and practicable given the circumstances for the community they serve.

To help the MPCA determine if discharge loads should be allowed to increase, Selected MS4s must submit pertinent information that demonstrates how potentially adverse water quality impacts from a new or expanded discharge have been addressed. The goal of the Nondegradation Report is to demonstrate what additional control measures would be reasonable to reduce the impact on the receiving water in light of the relative importance of the environmental, economic and social impacts. The Report should explain all aspects of the proposed Nondegradation Report that the permittee intends to implement. It is understood that the SWPPP itself may have already addressed some specific aspects of nondegradation, and it may be beneficial to note these in the Nondegradation Report. The Nondegradation Report should also address the alternatives that have been studied but rejected. It is not necessary to include all rejected alternatives, but it will be very important to establish the general thinking regarding why some option have been rejected and the basis for such rejection.

2.0 Loading Assessment

2.1 Land Use/Land Cover Compilation

An important parameter for estimating historical TP and TSS loading and stormwater runoff volumes is an accurate determination of land use for the city of Bloomington for the years of interest. These data are available in Geographic Information System (GIS) data format for various years in the Twin City Metropolitan area, but due to land use changes in Bloomington, the land use data available does not reflect the development status of the city during all of the years specifically analyzed for this study.

To meet the Permit requirements, it will be necessary to estimate average annual runoff volumes, TP and TSS loadings for 1988 (the base year), 2007 (existing conditions), and 2020. Bloomington was able to provide land use information for 1989, and this year was assumed to be the base year. To get a consistent comparison of land use for all three years using the data that were available, a generalized land use classification system was developed. The land use classes used are shown in Table 2-1.

Table 2-1 Land Use Classes

Class Name	Description
Agriculture	Hay/Pasture
Commercial	Commercial areas and corporate campuses
Developed Park	Park areas including ball diamonds, tennis courts, golf courses, and other sport areas
Forest	Forested areas within conservation or undeveloped areas
Grassland	Non forested open space, not including developed parks
High Density Residential	Duplexes, townhouses, apartments, condominiums, etc
Highway	Controlled and limited access highways
Industrial	Manufacturing, utilities, etc
Institutional	Schools, Churches, City buildings
Low Density Residential	Single family homes with up to 5 units per acre
Medium Density Residential	Single family homes with between 5 and 10 units per acre
Water	Wetlands, Lakes, Detentions Ponds

Land use for the city of Bloomington (excluding County and State right-of-ways) for the 1989, 2007 and 2020 are summarized in Table 2-2

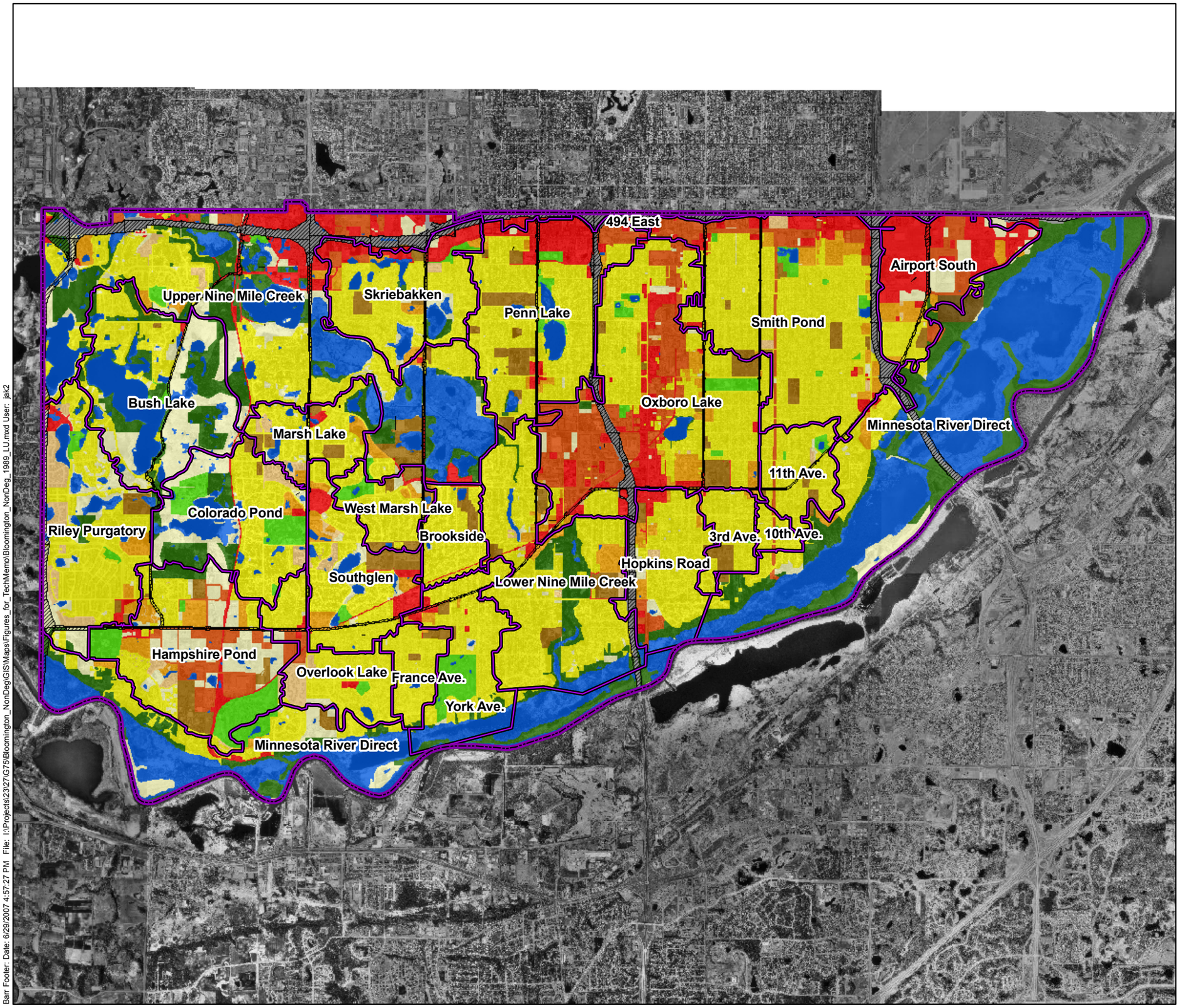
Table 2-2 Bloomington Land Use/Land Cover (LULC) for 1989, 2007 and 2020

	Area (acres) by year		
LULC	**1989**	**2007**	**2020**
Agriculture	58	57	0
Commercial	1634	1757	1850
Developed Park	660	778	770
Forest	2109	2292	2251
Grassland	1685	763	637
High Density Residential	855	922	1054
Highway	53	76	76
Industrial	1184	1285	1398
Institutional	831	895	855
Low Density Residential	9513	9646	9409
Medium Density Residential	394	489	671
Water	4495	4512	4500
Total	**23,470**	**23,470**	**23,470**
Area Imperviousness[1]	***6,400***	***6,583***	***6,760***
Percent Imperviousness[1]	***33.8%***	***34.7%***	***35.6%***

1 – Area of Impervious does not include the surface area of the water/wetland, which was assumed to be 100 percent impervious.

Sources used to derive the data for 1989 and 2007 include the 1989 City of Bloomington Geocoded Land Use Points in GIS, Hennepin County Parcel Data, USGS National Land Cover Database (NLCD, 1992), the City of Bloomington 2007 GIS Land Use Layer, the National Wetlands Inventory (NWI) GIS layer, the City of Bloomington Pond GIS layer, and 1991 and 2006 aerial photography. The city of Bloomington also provided the 2020 land use from data in the City of Bloomington's Comprehensive Plan combined with information from the City's Planning and Zoning departments Forecast Tracker program. Additionally, 1992 and 2005 Met Council Land Use data was also used to identify areas of Developed Park as well as Institutional land uses.

Figures 2-1, 2-2 and 2-3 show the land use coverages developed for 1989 (a surrogate for 1988), 2007 and 2020, respectively.



Legend

- City Boundary
- Drainage Basins
- County & State Right-of-Way

Land Use

- Agriculture
- Commercial
- Developed Park
- Forest
- Grassland
- High Density Residential
- Highway
- Industrial
- Institutional
- Low Density Residential
- Medium Density Residential
- Water

N

Feet

4,500 0 4,500

Figure 2-1
1989 Land Use

Bloomington Nondegradation Study
City of Bloomington, MN

Barr Footer: Date: 6/29/2007 4:57:27 PM File: I:\Projects\23\27\G75\Bloomington_NonDeg\GIS\Maps\Figures_for_TechMemo\Bloomington_NonDeg_1989_LU.mxd User: jak2